

Leon County Post-Disaster Redevelopment Plan Capacity Assessment

May 22, 2012

Table of Contents

I.	Emergency Management	Page 4
	A. Local Mitigation Strategy	Page 4
	B. Comprehensive Emergency Management Plan	Page 4
	C. Continuity of Operations Plan	Page 5
	D. Gaps and Recommendations	Page 6
II.	Land Use	Page 6
	A. Department of Planning, Land Management and Community Enhancement	Page 7
	B. Comprehensive Plan – Future Land Use Element	page 8
	C. Zoning Ordinances	Page 9
	D. Capital Improvement Plan	Page 11
	E. Community Redevelopment Area	Page 12
	F. Floodplain Management	Page 12
	G. Urban Canopy and Rural Landscape	Page 13
	H. Regional Plans	Page 13
	I. Gaps and Recommendations	Page 15
III.	Building	Page 15
	A. Leon County Department of Development Support and Environmental Management	page 15
	B. Building Codes, Permitting and Inspections	Page 17
	C. Historical Preservation	Page 18
	D. Leon County Office of Sustainability	page 19
IV.	Infrastructure	Page 19
	A. Public Works	Page 19
	B. Transportation	Page 23
	C. Utilities	Page 23
	D. Blueprint 2000	Page 26
	E. Gaps and Recommendations	Page 26

V.	Healthcare	Page 27
	A. Healthcare Programs	Page 29
	B. Gaps and Recommendations	Page 31
VI.	Human Services	Page 31
	A. Big Bend Community Organizations Active in Disaster	Page 32
	B. Community Human Services Partnership	Page 36
	C. Direct Emergency Assistance Program	Page 36
	D. Gaps and Recommendations	Page 37
VII.	Housing	Page 37
	A. Leon County Disaster Housing Strategy	Page 37
	B. City of Tallahassee Economic and Community Development	Page 38
	C. Leon County Offices of Human Services and Community Partnerships	Page 38
	D. Tallahassee Housing Authority	Page 38
	E. Leon County Foreclosure Assistance Program	Page 39
	F. Disaster Housing Ordinance	Page 39
	G. Gaps and Recommendations	Page 40
VIII.	Economic Redevelopment	Page 40
	A. Comprehensive Plan – Economic Development Element	Page 40
	B. Public Agencies	Page 40
	C. Non-Governmental Organizations	Page 42
	D. Gaps and Recommendations	Page 44
IX.	Summary	Page 45

List of Figures

<u>Figure</u>	<u>Title</u>	
Figure 1.1	Leon County Organizational Chart	page 2
Figure 1.2	City of Tallahassee Organizational Chart	page 3

List of Tables

<u>Table</u>	<u>Title</u>	
Table 1.1	Leon County Healthcare Providers Disaster Coalition Members	page 28
Table 1.2	Primary Members of the Big Bend COAD	page 32
Table 1.3	Complete Membership of the Big Bend COAD	page 34
Table 1.4	Plans and Programs in Place – Leon County and The City of Tallahassee	page 45

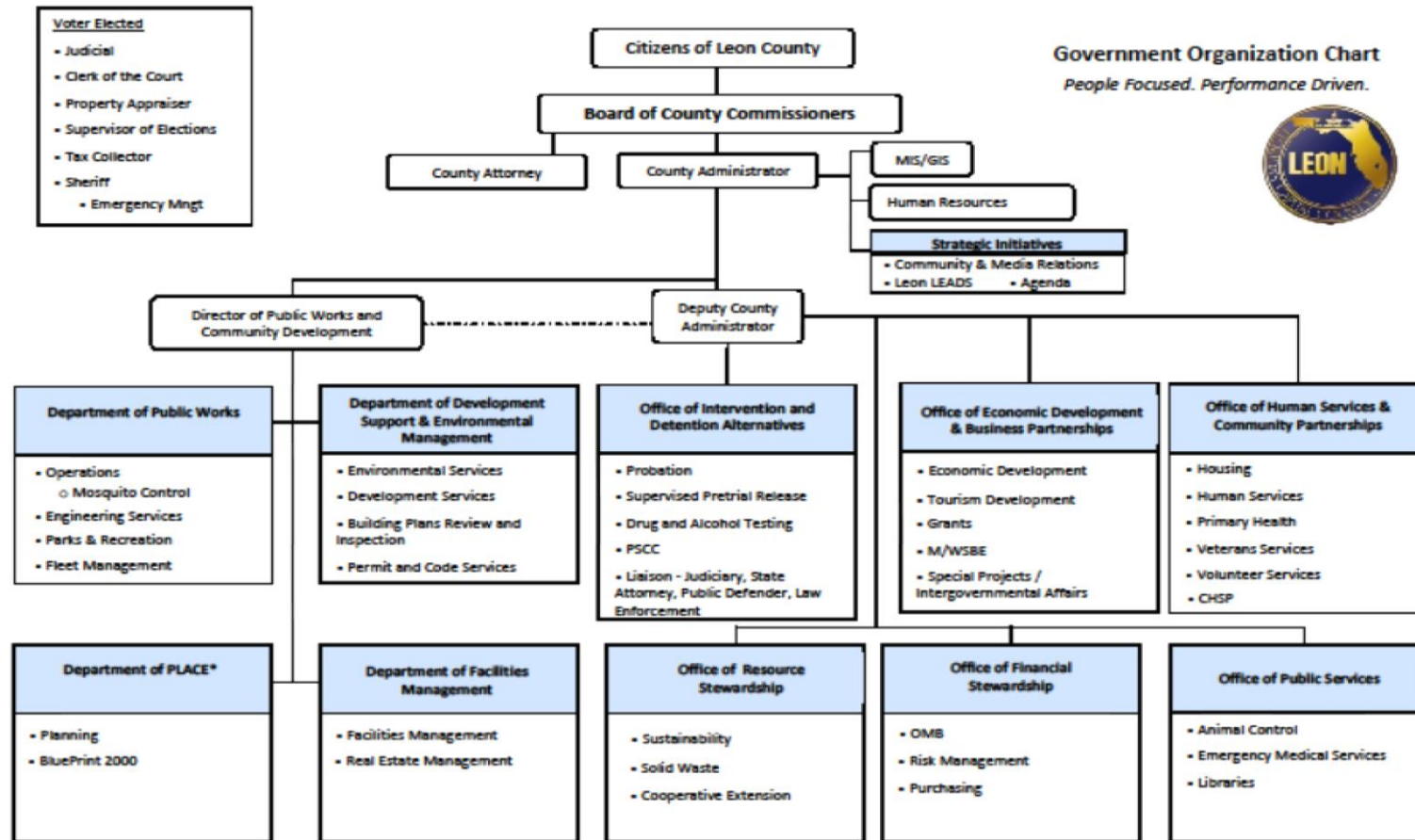
CAPACITY ASSESSMENT

The purpose of the Capacity Assessment is to examine the existing capacity to facilitate redevelopment in the context of the goals and objectives established in the Leon County Post-Disaster Plan (PDRP). “Capacity” in the context of the PDRP is not focused on physical assets (i.e. number of fire trucks, ambulances, etc.). Instead, capacity is assessed to determine if the framework exists to implement the goals and actions in the PDRP, such as programs, agencies, organizations and their associated staff. The assessment is intended to determine the robust programs that strongly support post-disaster redevelopment, programs that exist but could be improved to better support post-disaster redevelopment goals, and weakness or gaps where programs or plans could be implemented to improve the County’s capacity to recover in the long term. The format and methodology of the assessment is designed to be consistent with the structure of the Focus Group and the agencies and activities represented by the members of the Focus Group. From this structure, goals and issues were developed and action items for implementation were detailed. In addition to determining the ability of the City of Tallahassee and Leon County to implement the strategies in this plan, another benefit of the capacity assessment is to identify potential opportunities for establishing or enhancing recovery and redevelopment policies and programs.

A capacity assessment has two primary components: 1) an inventory of a local jurisdiction’s relevant plans, ordinances and programs already in place and analysis of their potential impact on post-disaster redevelopment; and 2) an analysis of the jurisdiction’s capacity to implement those plans and programs. Examination of local capacity should detect any existing gaps, shortfalls or weaknesses with ongoing government activities that could hinder proposed recovery and redevelopment activities and possibly exacerbate community redevelopment efforts. A capacity assessment also highlights the positive steps that have already been taken to prepare for post-disaster redevelopment. These steps should continue to be supported and enhanced through future preparedness and mitigation efforts.

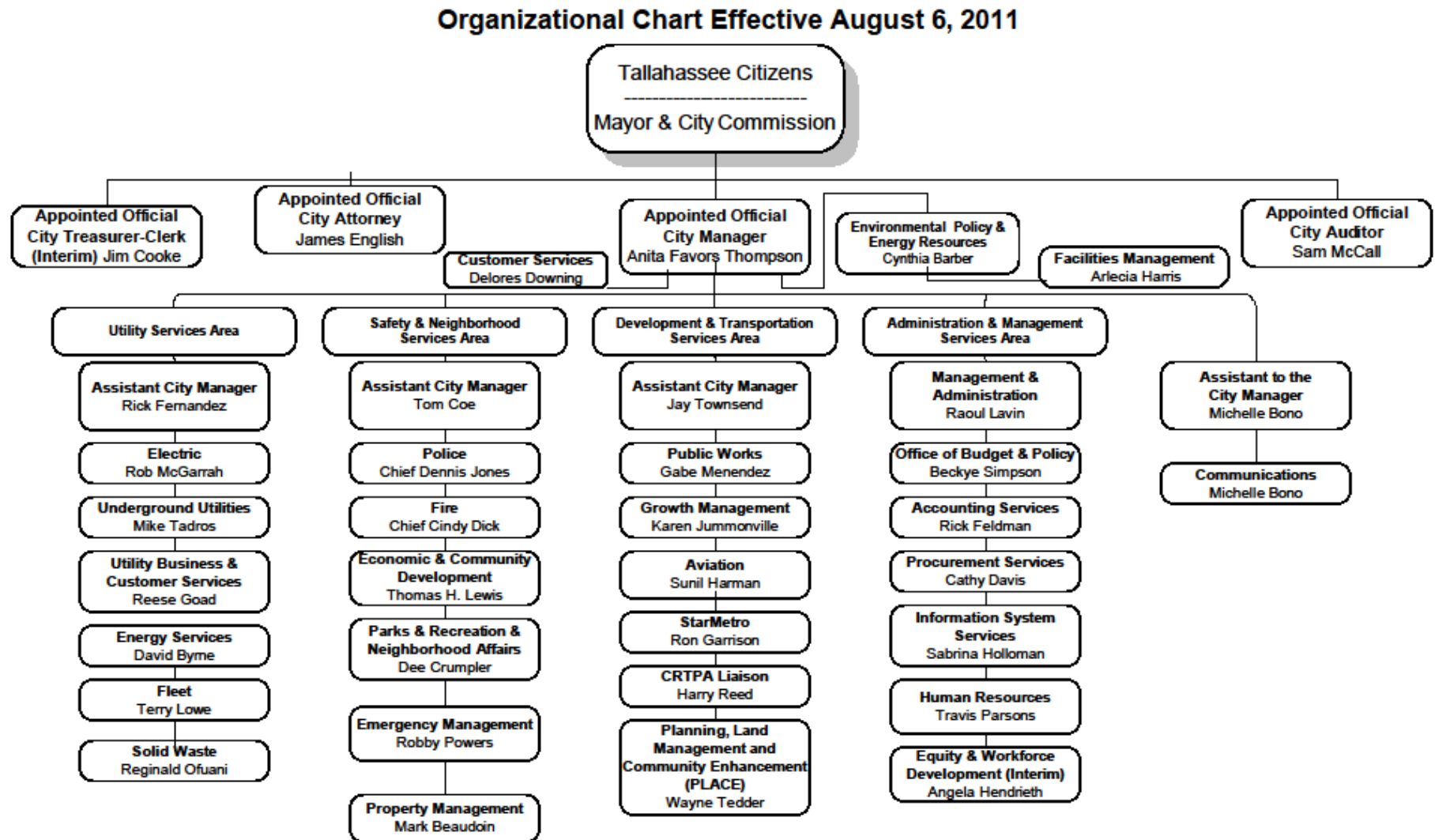
The capability assessment completed for Leon County and the City of Tallahassee is an integral part of designing an effective post-disaster redevelopment strategy. It helps in establishing the goals and objectives to pursue in this plan and ensures that those goals and objectives are realistically achievable. Both Leon County and the City of Tallahassee have established multiple plans and programs that support post-disaster redevelopment. It is essential to recognize how each government is organized and how they work together to meet the needs of the community. Below are the organizational charts for both Leon County and the City of Tallahassee governments.

Figure 1.1: Leon County Organizational Chart



* PLACE = Planning, Land Management & Community Enhancement

Figure 1.2: City of Tallahassee Organizational Chart



Revised 08-29-2011 JSH

I. Emergency Management

The Leon County Sheriff's Office Division of Emergency Management is responsible for maintaining and updating plans and procedures necessary to be prepared for, respond to and recover from disaster situations. These plans include the Leon County Comprehensive Emergency Management Plan, the Leon County Local Mitigation Strategy and various county Continuity of Operations Plans. The Leon County Division of Emergency Management maintains an Emergency Operations Center and has a staff of seven to carry out its mission. The City of Tallahassee formed a Division of Emergency Management in 2008. The Division of Emergency Management has a full-time Emergency Coordinator who works with city agencies on emergency preparedness, response and recovery activities.

A. Local Mitigation Strategy:

The Leon County Local Mitigation Strategy (LMS) is the accepted plan for how to reduce the risk natural, man-made and technological hazards pose to the community. The essential elements of the LMS include risk assessment, hazard identification and vulnerability analysis, vulnerable properties and estimated losses, hazard mitigation goals and objectives and potential funding sources. These elements of the LMS support the PDRP and the efforts of the community to redevelop after a disaster. As the governing mitigation plan for the City of Tallahassee and Leon County, it is essential that the PDRP and the LMS are consistent in their priorities, policies and procedures. The LMS is reviewed in more detail in the Plan Integration section of this plan.

B. Comprehensive Emergency Management Plan:

The Leon County Comprehensive Emergency Management Plan (CEMP) establishes uniform policies and procedures to effectively coordinate resources in response to natural, man-made and technological emergencies. It outlines direction and control of emergency situations from the Board of County Commissioners to the Division of Emergency Management. The Recovery Function of the CEMP outlines how the transition from response to recovery is managed and the activities conducted during the recovery phase. The Mitigation Function is a summation of the Leon County Local Mitigation Strategy and includes a brief discussion of concept of operations, pre-disaster mitigation planning and funding opportunities. The CEMP is reviewed in more detail in the Plan Integration section of this plan.

C. Continuity of Operation Plan:

A Continuity of Operation Plan (COOP) identifies essential functions and core responsibilities of the agency. It establishes backup plans and identifies alternate locations for agencies to function from if their facility is impacted during an emergency. The City of Tallahassee maintains COOPs for the following agencies:

- Fire Rescue
- City Manager
- Police Department
- Planning/Growth Management
- Economic and Community Development
- Facilities Management
- Parks and Recreation
- City Commission

Leon County maintains COOPs for the following agencies:

- Emergency Management
- Sheriff's Office
- Emergency Medical Services
- County Administration
- County Attorney
- Facilities Management
- Growth and Environmental Management
- Health Department
- Management Information Services (IT)
- Property Appraiser
- Public Works
- Tax Collector
- Red Cross

In addition, both Tallahassee Memorial Hospital and Capital Regional Medical Center have established COOPs for emergency situations. If properly implemented COOPs assure that the essential functions continue without interruption. This is essential in assisting a community to return to normalcy after a catastrophic disaster. If government agencies are able to maintain a

minimum level of service in an organized manner, a community can begin long-term recovery activities sooner.

D. Gaps and Recommendations:

1. As the governing mitigation plan for Leon County, it is essential that the PDRP and the LMS are consistent in their goals, objectives and policies. It is recommended that the LMS is updated to maintain consistency with the PDRP.
2. As the governing preparedness, response and immediate recovery plan for Leon County, it is essential that the PDRP and the CEMP are consistent in their goals, objectives and policies. It is recommended that the CEMP be updated to maintain consistency with the PDRP.
3. Consider the possibility of resuscitating the Disaster Resistant Neighborhoods program. This educational program was managed by the Capital Area Chapter of the American Red Cross and focused on educating residents in disaster preparedness specific to their neighborhood. The program was funded by FEMA using Community Emergency Response Team (CERT) funds and federal funding has been eliminated, but the program was viewed to have successfully strengthened community resiliency.

II. Land Use

This section of the capacity assessment discusses aspects of long-term redevelopment specific to land use, including comprehensive planning and land development regulation. Land use is one of the most controversial and central topics to address in a post-disaster redevelopment plan (PDRP). Damage from a disaster can bring opportunities for a community to change previous decisions that may no longer be desired, leap forward in implementing its vision for the future and become more resilient to disasters. Waiting until after a disaster to make land use decisions, including identifying priority areas for redevelopment, may not allow a community to take advantage of these opportunities. On the other hand, making detailed decisions on where and how to rebuild before a disaster occurs is most likely not feasible or practical since the impact of a disaster can be estimated pre-disaster but cannot be predicted with one hundred percent certainty.

A. Department of Planning, Land Management and Community Enhancement

Leon County is one of the few local governments which maintain a joint city and county land use and planning department. The Department of Planning, Land Management and Community Enhancement (PLACE) was established by inter-local agreement between the City of Tallahassee and Leon County in 2011.

PLACE was developed to serve as an umbrella for two Departments - Blueprint 2000 and the Tallahassee-Leon County Planning Department. Included in PLACE are two divisions; Long-Range Comprehensive Planning and Short-Term Land Use Planning. PLACE is also supported by a team devoted to research and graphic needs. As part of the efforts to establish PLACE, documents codified the role of and the desire to continue efforts of Blueprint 2000. Of particular attention during the PLACE structuring was the Blueprint 2000 program. Additional details regarding this program can be found in Section IV.D of this Chapter.

1. The Long-Range Comprehensive Planning Division oversees issues including the local comprehensive planning amendment cycles, Mobility Planning, Greenways Planning, “Placemaking” and Master Planning. In 2011, the long-range planning Division established a new section, the Urban Design Studio called “Design Works”, intended to be able to provide technical assistance to community planning and external parties. The emphasis for the Urban Design Studio is on design in urban settings and aesthetics to promote good community planning. The role of all division staff is integral to developing and maintaining strategies to address land use and land use form, and development over a 5 to 20 year period. Efforts are supported by the local comprehensive plan, the master plans developed for mobility and greenways and the local land development regulations which provide additional detail on how to carry out the anticipated plans. Currently, there are three long-range planners, three design studio planners including a Team Leader managing the section and one Division Manager. Staff is able to carry out the directives from commissioners and the community as well as statutorily required duties; however, a surge in projects may affect their timing of completion.
2. The Short-Range Land Use Planning Division addresses immediate project driven requests from both the City and County. These requests including site plan review, planned unit development review and rezonings. This Division is responsible for conducting consistency reviews of requests with the local comprehensive plan and with existing land development regulations. The staff is responsible for identifying issues that may arise creating

inconsistencies with regulations on land, natural resources, infrastructure and facilities or other development orders. In identifying these issues, this division has a significant coordination role with both, City Growth Management and County Development Support and Environmental Services Departments as well as a number of other local agencies that may be involved with certain aspects of a project. The Division currently has four review planners, one public outreach/notice planner and a Division Manager. A surge in projects creates significant workload stress; however, due to regulatory deadlines, projects cannot be deferred or staggered unless by mutual agreement with the applicant.

3. The available resources of the PLACE Department include:

- staff expertise in a number of planning, architecture and design and research areas;
- supporting documents including the local comprehensive plan, master plans and local land development regulations; and,
- current commitment to maintaining the Blueprint 2000 and Planning Divisions for future community needs. Potential gaps if there are accelerations or surges in projects lay mainly with availability and timing of staff to complete projects.

B. Comprehensive Plan – Future Land Use Element:

The Comprehensive Plan directs long range growth and development in Tallahassee and Leon County. The Comprehensive Plan includes three volumes and a future land use map series. Volume I contains the Goals, Objectives, and Policies that guide land use decisions and serves as the foundation for land development regulations, zoning, major capital expenditures and other special initiatives. Volumes II and III contain the data and analysis that support the GOPs, but are not officially adopted parts of the plan. The Comprehensive Plan is a dynamic document that is amended as necessary to facilitate a continuous planning process.

The Future Land Use Element and Map establish the blueprint for land use in Tallahassee and Leon County. This blueprint is based on the population projections of the community, as well as natural resource considerations and the distribution of infrastructure. Land uses are allocated on the Tallahassee-Leon County Future Land Use Map based on these assumptions and the community's commitment to concentrate urban development in a compact form within the

Urban Service Area (USA). This pattern of development is intended to minimize urban sprawl and focus growth where infrastructure currently exists. In addition to emphasis within the USA, the element includes incentives to direct growth to underutilized areas such as the Southern Strategy and Central Core areas, which are delineated in figures of the element. These strategies are linked to how well the USA boundary is maintained. The city and the county have historically placed a high priority on limiting expansions to the USA. By holding the line, developers are guided into focusing higher densities and intensities on lands within the USA.

The Comprehensive Plan has capacity to accommodate provisions for pre-disaster planning and mitigation although it is not statutorily required. The provisions should be related to needed public facilities and infrastructure to mitigate flooding potential and to development within hazard vulnerable areas. Planning staff is available to assist in making recommendations regarding the potential to include new or supplemental existing provisions.

C. Zoning Ordinances:

Zoning represents the primary means by which land use is controlled by local governments and is used to protect the public health, safety and welfare of those in a given jurisdiction that maintains zoning authority. A zoning ordinance is the mechanism through which zoning is typically implemented. Since zoning regulations enable local governments to limit the type and density of development, it can serve as a powerful tool when applied in identified hazard areas.

The City of Tallahassee adopted the Tallahassee Land Development Code (TLDC), effective October 2010, and it serves as the zoning ordinance for the incorporated area of Leon County. The TLDC includes ten chapters which address building regulations, concurrency management, environmental management, flood damage protection, streets and sidewalks, subdivisions and site plans and zoning. The zoning chapter is known as the “City of Tallahassee Zoning Regulations” and clearly states that it is the policy of the city to permit development that is consistent with the goals, objectives and policies of the 2030 Comprehensive Plan. The purpose of the Zoning Regulations is listed as:

- To guide future growth and development of the city in accordance with the Tallahassee-Leon County Comprehensive Plan;

- To protect and provide for the public health, safety and general welfare of the city;
- To provide for adequate light, air and privacy; to secure safety from fire, flood and other danger; and to establish land use densities and intensities;
- To protect the character and to encourage orderly and beneficial development of the city;
- To protect the value and conserve the value of land, buildings and improvements and to minimize conflicts among uses of land and buildings
- To divide the city into zoning districts and to regulate the construction, reconstruction, alteration and use of buildings, structures and land for uses as identified in the Tallahassee-Leon County Comprehensive Plan
- To establish quantitative and performance standards to regulate the location, bulk, height and placement of buildings and structures;
- To provide for open spaces and to encourage conservation and the preservation of significant lands through regulations and creative site planning; and,
- To provide a fair and practical process for development review and consistent application of development standards.

Leon County has also adopted its Land Development Code and Article VI of the Code addresses zoning and is known as the “Zoning Code of Leon County”. The purpose of the Zoning Code is:

- To guide the future growth and development of the county in accordance with the Comprehensive Plan;
- To bring about an orderly transition from the prior Comprehensive Plan and zoning code to the Comprehensive Plan;
- To protect and provide for the public health, safety and general welfare of the county;
- To provide for adequate light, air and privacy; to secure safety from fire, flood and other danger; and to prevent overcrowding of the land;
- To protect the character and to encourage the orderly and beneficial development of the county;

- To protect the value and conserve the value of land, buildings and improvements and to minimize conflicts among uses of land and buildings;
- To divide the county into districts and to regulate the construction, reconstruction, alteration and use of buildings, structures and land for uses as identified in the Comprehensive Plan;
- To establish quantitative and performance standards to regulate the location, bulk, height and placement of buildings and structures; and,
- To provide for open spaces and to encourage conservation and the preservation of lands containing sensitive natural features such as wetlands, floodplain, listed fauna and flora and associated habitat through regulations and creative site planning.

D. Capital Improvement Plan:

Each fiscal year the Tallahassee Leon County Planning Department facilitates the preparation of a five-year capital improvement program in accordance with s. 163.3177 F.S. Officials, administrators and staff assist in this process. Projects and financing sources in the capital improvements program for years other than the current budget year are not authorized until the budget for those years is legally adopted. These years serve only as a guide for future planning and are subject to further review and notification. Items within the Schedule are selected based upon anticipated needs and the city's or county's financial ability to fund the project. The Tallahassee-Leon Capital Improvements Schedule incorporates projects from the following programs and plans:

- City of Tallahassee Adopted Five Year Capital Improvements Program,
- Leon County Adopted Five Year Capital Improvements Program,
- Capital Region TPA / Florida Department of Transportation Five Year Transportation Improvement Program/ Project Priority List,
- Blueprint 2000 Master Plan,
- Multimodal Transportation District Capital Project List,
- City of Tallahassee Potential Capital Projects to Enhance LOS,
- Beyond the Five Year Planning Horizon,
- Leon County Potential Capital Projects to Enhance LOS,
- Beyond the Five Year Planning Horizon, and;
- Leon School District's Capital Outlay Plan

E. Community Redevelopment Area:

The City of Tallahassee established the Community Redevelopment Agency (CRA) in 1998 to create a framework for the redevelopment and enhancement of selected areas of the central urban district. The City of Tallahassee has two distinct redevelopment areas, the [Frenchtown/Southside Redevelopment Area](#), established in June 2000, and the [Downtown Redevelopment Area](#), established in June 2004. Each of the redevelopment areas have advisory boards that provide guidance on project plans to the CRA. CRA projects must serve a public purpose and must address concerns raised in the adopted redevelopment plans for each area. Typical CRA projects include parking lots and garages, new buildings, building façade improvements, new parks or parks improvements, streetscape improvements and sidewalks. CRA projects are funded by "tax increment financing" which works as follows: the value of real property in a redevelopment area is determined on a fixed date; as the value of the real property appreciates, the tax revenue on the appreciated portion of the value (the increment) is set aside for CRA projects; the city and the county continue to collect the tax revenue on the original real property value. CRA funds could be leveraged to assist businesses and residences within the CRA redevelop after a major disaster.

F. Floodplain Management:

The Federal Emergency Management Agency's (FEMA) National Flood Insurance Program (NFIP) and flood hazard maps are essential tools for flood mitigation in the United States. The NFIP's creation was based on the consideration by the federal government of several factors, including the high cost of floods to property owners and to federal, state and local governments. Both Leon County and the City of Tallahassee participate in the NFIP and statistical data is available in the Hazards Identification and Vulnerability Assessment Chapter.

The Northwest Florida Water Management District (NFWFMD) has responsibility for the FEMA map modernization program for all counties within the panhandle of Florida including Leon County. The NFWFMD updated the Leon County Flood Insurance Rate Maps (FIRM) through its map modernization program in 2009 and these updated maps are currently in effect. As the Cooperating Technical Partner (CTP) for FEMA, the NFWFMD is responsible for ongoing flood mapping issues. This includes special studies and adjustments when a property owner submits a survey in support of an amendment to the

property designation. See comments in this section under Northwest Florida Water Management District.

Chapter 6 – Flood Damage Protection of the City of Tallahassee’s Land Development Code addresses development regulations in the 100-year floodplain as identified on FEMA FIRM. This ordinance is the basis for establishing requirements to mitigate flood damage to residential and commercial structures within the 100-year floodplain. *Article VIII - Floodplain Management* of the Leon County Land Development Code (LCLDC) addresses similar regulations and restrictions to development in the 100-year floodplain. Specifically, Division 3 of the LCLDC – Standards for Flood Hazard Reduction, states that all new construction and substantial improvements to commercial or residential structures located within or in close proximity of the 100-year floodplain must have, at a minimum, the lowest floor elevated to the flood protection level. This standard also applies to new and replacement water systems.

G. Urban Canopy and Rural Landscape:

The benefits of an urban tree canopy and rural landscape are widely known. Tallahassee and Leon County derive a number of economic, as well as environmental and aesthetic benefits from its extensive tree canopy and rural character. The City Tallahassee and Leon County maintain a large number of heavily forested parks and open spaces and 71 miles of designated canopy roads and other heavily forested parks and open spaces areas. Natural disasters can cause extensive tree damage that could significantly alter the urban canopy and rural landscape. Measures to assist the recovery of disaster related tree damaged in urban and rural settings through development of an urban forest management plan which addresses the re-establishment of vegetation significant to community character is recommended. This plan will be developed and maintained by the Department of PLACE.

H. Regional Plans:

1. Apalachee Strategic Regional Policy Plan (SRPP)

The SRPP is a required long-range guide for the physical, economic and social development of a planning region which identifies regional goals and policies. The required strategic regional subject areas are affordable housing, economic development, emergency preparedness, natural resources of regional significance and regional transportation. The plan must

also identify and address significant regional resources and facilities that could be adversely affected by development activities. The SRPP is a guidance document rather than a regulatory one. The SRPP was last adopted in 1998 and much of the information is in need of update. Once the SRPP is updated, relative information can be included in the PDRP.

2. Northwest Florida Water Management District (NFWFMD) Strategic Water Management Plan

The NFWFMD is one of five water management districts established by the Florida Water Resources Act of 1972 (Chapter 373, Florida Statutes). The statute sets forth four interrelated areas of responsibility (AORs) for the districts: water supply, water quality, natural systems, and flood protection and floodplain management. The NFWFMD prepares a five year Strategic Water Management Plan (SWMP) that describes the responsibilities of the NFWFMD and the agency's objectives, strategies, and success criteria. This plan focuses on current strategies and activities the District plans to undertake in the near term to accomplish its vision: to protect and manage the water resources of northwest Florida in a sustainable manner for the continued welfare of its residents and natural systems. A goal of the plan is to *"Maintain natural floodplain functions and minimize harm from flooding"*. Emphasizing a non-structural approach, including land acquisition, mapping of flood-prone areas, and dam safety regulation, the District will work to protect and, where necessary, restore natural floodplain functions, and to help protect the health, safety, and welfare of the region's residents and integrity of the region's natural systems.

Recently, the NFWFMD accepted *\$1.7 Million for Flood Mapping* from the Federal Emergency Management Agency (FEMA) to continue its technical partnership, which recently resulted in a web portal open to the public. The new funding will help update and improve flood hazard maps and add inland non-coastal counties to the District's recently opened Map Information Portal. Some of the new risk MAP products to be developed are depth of flooding maps, risk of flooding over a 30 year mortgage and risk of flooding as one moves away from the 100-year floodplain. The new funding capacity will enable more information to be shared regarding vulnerable areas to assist in pre-disaster mitigation efforts.

It should also be acknowledged that the water management district now has regulatory responsibility to permit wetland impacts and to review stormwater permits. For instance the NFWMD is implementing Environmental Resource Permitting (ERP) for wetlands and rules for stormwater management. These are new programs to the water management district and may influence redevelopment efforts post-disaster as newer regulations are applied to redeveloping homes and businesses. Coordinating on these permitting programs with the local government implement a post-disaster strategy may be prudent.

I. Gaps and Recommendations:

1. Measures to assist the recovery of disaster related tree damage in urban and rural settings through development of an urban forest management plan. The plan should address the re-establishment of vegetation significant to community character is recommended.
2. Update the SRPP to adequately reflect the role of the ARPC post-disaster.

III. Building

A. Leon County Department of Development Support and Environmental Management (DSEM)

The Department consists of four separate divisions which include:

- Building Plans Review and Inspection
- Development Services
- Environmental Services
- Permit and Code Services.

The Department provides one-stop permitting and processing services related to development activities. The primary mission of DSEM is to ensure the continued vitality of the county, including both the built and natural environments, by promoting awareness and compliance with adopted growth management regulations.

1. The goal of the Division of Building Inspection is to ensure a safely built environment for the public within the unincorporated areas of Leon County. Building Inspection effectively and efficiently obtains compliance with appropriate construction codes and Leon County Code of Laws through permit issuance, plans review, inspections, use of automation technologies,

training, support for the County's Contractor Licensing and Code Enforcement Boards and the Board of Adjustment and Appeals. Stated objectives include:

- Review of building construction plans prior to issuance of permits to ensure structures are designed in accordance with applicable codes;
- Ensure structures are constructed in accordance with approved plans and applicable codes through onsite inspections;
- Provide staff support to the Contractors Licensing Board to ensure contractors' performance complies with State and local requirements;
- Review new construction products, methods, and materials prior to use in Leon County;
- Provide staff support to the Board of Adjustment and Appeals and the Code Enforcement Board; and,
- Provide assistance to the Florida Association of Counties, Florida League of Cities, and the Building Officials Association of Florida during the Legislative Session and related Committee meetings regarding local impacts of proposed construction legislation.

2. The mission of the Division of Development Services is to protect the health, safety and welfare of the community by ensuring that all development activities comply with adopted land development regulations, including zoning, design, site plan, and subdivision standards and regulations. This is done through the site plan and subdivision review process. Recently, the processes were revised to allow two-track review and permitting for site plan review. The purpose is to continue to streamline application and review processes. Headed up by the Division Director, the division also includes a Development Services Administrator with two full-time planners and three planning intern positions; a concurrency manager; and a program supervisor overseeing one customer services technician. Staff within this division include: a Director and a Building Inspection Supervisor, five inspectors and two senior plans examiner.
3. The Environmental Services section is responsible for reviewing and approving a number of required permits, and monitoring projects to ensure compliance. Environmental permits include those for stormwater management , floodplain, landscaping or tree protection and removal and right-of-way placement. The Division has also adopted streamlining

measures including a short form application for residential uses. The Division includes two sections, Environmental Inspection and Environmental Review. Within the Environmental Inspection section there are approximately 10 staff consisting of environmental compliance specialists. The Environmental Review Section includes an engineer, stormwater specialist and two biologists.

4. The Department of Development Support and Environmental Management is the central intake point of building and environmental permit applications and code compliance complaints. The Permit and Code Services Division functions in several areas in a Department support role. Some of those responsibilities include building operation and maintenance, Department IT coordination, budget coordination, and coordinating and responding to public records requests. The Permit and Code Services Division also monitors Development Support and Environmental Management's general email address which was established to allow the public to send a request or question and get a response from the appropriate group within DSEM. Development support through customer service is critical to the department's success. The Division assisted approximately 9,700 walk-in customers, processed approximately 2,700 applications and provided assistance with over 32,000 telephone calls over the past year; and also supported 1,108 contractor licensing walk-in and telephone customers and responded to 2,356 code compliance calls that resulted in 637 site inspections. The Division is headed by a director, two section supervisors and eight staff members.

B. Building Codes, Permitting and Inspections:

Building Codes regulate construction standards, permits are issued for new construction and inspections of work take place during the course of construction. Decisions regarding the adoption of building codes, the type of permitting process required, both before and after a disaster, and the enforcement of inspection protocols affect the redevelopment of a community post-disaster. Leon County and the City of Tallahassee have independent permitting offices co-located for citizens to use. In 1951 the City of Tallahassee officially adopted the Southern Standard Building Code by ordinance. The Leon County Building Inspection Department was established in 1973. The 2001 Florida Building Code (FBC) was the first statewide code issued and was adopted by both the city and the county. While, the changes to wind speed were made in

the 2004 FBC, these changes did not significantly impact structural vulnerability for Leon County. Both the city and the county enforce the most recent version of the FBC which is adopted automatically by ordinance.

The City of Tallahassee and the Leon County building inspection offices are members of the Building Officials Association of Florida (BOAF). The Florida Division of Emergency Management in coordination with the BOAF maintains and implements a mutual aid agreement to assist impacted communities with plans examiners and building inspectors during recovery from a disaster. If impacted by a disaster, the City of Tallahassee Building Inspection Office will establish permitting services on first floor of city hall. For a major disaster building permits will be issued, but based on the significance of the damage permitting fees may be lowered or waived. In the event of a major disaster requiring redevelopment, non-conforming damaged structures in both the city and the county will be required to come into compliance with current building codes.

C. Historic Preservation:

The Tallahassee-Leon County Comprehensive Plan includes a Historic Preservation Element that sets a goal for identifying and preserving historic resources in Tallahassee and Leon County. It establishes a partnership with the Tallahassee Trust for Historic Preservation and provides technical support and funding when available. The Element also has a policy to allow exceptions to zoning, land development and building regulations to promote the preservation of historic resources. The Land Development Code addresses historic structures and sites as well as preservation management areas in Chapter 10. The Tallahassee-Leon County Architectural Review Board was established to preserve the distinctive character of the historical areas and other specific structures. The Board fulfills these duties by:

- Reviewing and making recommendations on listing of properties in the historical property register;
- Reviewing changes to the exterior of properties zoned with historic preservation overlay zoning and issuing or denying certificates of appropriateness;
- Reviewing items, both interior and exterior, proposed for funding under the City of Tallahassee Historic Property Grant and Revolving Loan Program and issuing or denying certificates of appropriateness; and,

- Assisting the Planning Commission in determining areas suitable for historic overlay zoning.

Incentives have been established for owners of historical properties which include ad valorem tax relief as well as waivers of license fees, permit fees and development review fees. The Tallahassee Historic Property Grant and Revolving Loan Program can be used for historic structures listed on either the National or Local Register of Historic Places and eligible projects include stabilization or construction resulting in restoration of the historic property. This funding mechanism supports the restoration of historical properties in the post-disaster environment. Both the city and the county have passed ordinances supporting historic preservation and the powers and duties of the Board are outlined in the Leon County Land Development Code.

D. Leon County Office of Sustainability

The Office of Sustainability provides leadership, education, policy analysis, project development, measurement and accountability for the county's sustainability efforts. The division is a resource for county operations and community residents for topics related to energy conservation, waste reduction and recycling, green building practices and products, greenhouse gas emissions and more. The Office of Sustainability will serve as an advisory member of the Long-Term Recovery Coordination Group to analyze the opportunity for post-disaster environmentally sustainable projects.

IV. Infrastructure

Functioning infrastructure is essential for any community to recover from a disaster. The majority of disaster response and recovery plans focus on getting electricity back on, roads cleared and debris removed. However, when a community has suffered significant impact from a disaster, restoring infrastructure to exactly the way it was in an attempt to expedite recovery is not always beneficial. Careful thought and consideration as well as the community's immediate needs should be applied when rebuilding infrastructure post-disaster.

A. Public Works

1. Leon County Public Works Department

Leon County's Public Works Department consists of the following sections:

- Administration
- Engineering Services

- Operations
 - Drainage Facilities Maintenance/ Mosquito Control
 - Right-of-Way
 - Transportation Maintenance
 - Parks & Recreation
 - Fleet Management
- a. Administration Division
- The Administration Division is responsible for the oversight, monitoring, policy development and coordination of the largest department within Leon County. The Administration Division assists the county in meeting its objectives by developing and maintaining transportation, parks and stormwater drainage capital improvement projects; responding to the Board, Administration and citizen inquiries; enhancing public participation programs; and, providing community services such as mosquito control. The Administration Division is also responsible for the financial, clerical and administrative support of the Department.
- b. Other County Divisions
- As a result of recent reorganization efforts, the Animal Control and Solid Waste divisions are no longer organized under the Public Works Department. However, these divisions will continue to coordinate with Public Works to fulfill their mission essential functions.

The Department has a Debris Management Plan that was last updated in 2008. The Plan establishes responsibilities for debris removal as well as debris monitoring. Currently the plan lists one primary and two support vendors for debris removal and one vendor for monitoring. These vendors were selected through a joint Leon County/City of Tallahassee bidding and selection process. While each jurisdiction retains its own contracts with the vendors, all contracts are timed to expire in 2017.

All Division Directors have an annually updated Emergency Desk Manual that lays out the emergency response framework and establishes the procedures for the Department. The Public Works Department is at a functional staffing level of approximately 208 full-time employees and has contracts with multiple engineering firms for additional assistance.

The Department, particularly the Engineering Services Division, is in an advantageous position to assist with post-disaster redevelopment.

- c. Leon County Disaster-Generated Debris Removal Ordinance
Leon County passed the Disaster-Generated Debris Removal Management Plan in 2010. This ordinance authorizes the removal of debris after a catastrophic disaster when a state of emergency has been declared. Specifically the ordinance authorizes the removal of debris from private roadways. This allows county residents to have debris removed from neighborhoods with privately maintained roads rather than having to move the debris to the county maintained roadway.

2. City of Tallahassee Public Works Department

The City of Tallahassee Public Works Department is comprised of three divisions: Administration, Capital Programs and Operations:

a. Administration Division

The Administration Division manages the overall department and provides support services to the individual divisions. All administrative activities for the entire department are channeled through and coordinated by this unit. The Division most important issues are:

- Evaluate department programs for cost and production efficiencies, including evaluation of program privatization.
- On-time and within-budget implementation of department capital projects, with emphasis on sales tax transportation projects.
- Increasing the public's knowledge of City efforts in the areas of traffic control, condition of City streets, drainage and cleanliness of City streets (the four lowest-rated City services), and improving City efforts in these areas.

b. Capital Programs Division

The Capital Programs Division supports the design and construction of the City's infrastructure and consists of four units:

- Engineering
- Survey
- Construction Inspection
- Traffic Mobility Management

The Engineering programs include Civil Design, Landscape Design and Structures. However, the Survey Unit and Construction Inspection are stand alone units. The Traffic Mobility Management programs include Capital Construction, Infrastructure Compliance, Signal Design, Signal Construction and Studies.

c. Operations Division

The Operations Division provides for the maintenance of City's infrastructure and is comprised of five functional units:

- Technical Support
- Streets
- Urban Forestry
- Drainage
- Traffic Signals

The Technical Support programs include Work and Asset Management, Facility Maintenance, and Parking Meter Operations and Maintenance. The Streets programs include Resurfacing, Concrete Maintenance, Asphalt Maintenance, Pavement Marking Program and Roadway Signage. The Urban Forestry programs include Right-of-Way Maintenance, Landscape and Tree Maintenance and Street Sweeping. The Drainage programs include Stormwater Management Facility Maintenance, Small Projects Initiatives and Conveyance Maintenance. The Traffic Signals programs include Signal Systems and Signal Maintenance.

Although no longer a section under Public Works, the Division of Property Management is the real estate arm of the City of Tallahassee. Property Management is responsible for all city real estate acquisitions and sales, easements, cemetery operations, property management, parking garages and real estate inventory.

3. Florida Department of Transportation

Certain identified roadway segments qualify for federal aid through the Federal Highway Administration. Per an annual agreement with the Florida Department of Transportation (FDOT), these roadways/segments will be managed by FDOT after disasters.

B. Transportation

The Capital Region Transportation Planning Agency (CRTPA) is the region's metropolitan planning organization (MPO). It is responsible for coordinating transportation planning within Florida's Capital Region and includes all of Gadsden, Jefferson, Leon and Wakulla counties.

The CRTPA consists of six full-time positions, including an administrative assistant. Four advisory committees serve the CRTPA Board: Citizens, Multimodal, Technical and the Transportation Disadvantaged Coordinating Board. The CRTPA Board is comprised of fifteen members with representatives from Gadsden, Jefferson, Leon and Wakulla counties. The majority of the members represent Leon County and the City of Tallahassee.

The CRTPA adopted the Long Range Transportation Plan, also known as the Regional Mobility Plan (RMP) in November 15, 2010. The RMP combines the short range 2011-16 public works projects with the long range prioritized transportation projects for federal, state, and local funding within the CRTPA area. The RMP includes an emphasis on multi-modal projects such as transit, bike, pedestrian, roadway, freight, rail and trails. The eleven goals of the RMP strive for transportation projects with the following characteristics:

- Adequate Access
- Local & Regional Connectivity
- Effective Coordination
- Economic Development
- Financial Feasibility
- Land Use
- Multimodalism
- Natural Resource Protection/Conservation
- Public Participation
- Safety & Public Health
- Security

C. Utilities**1. The City of Tallahassee**

The City of Tallahassee operates its own electric, water, wastewater, stormwater, natural gas solid waste utility systems. The City Commission is ultimately responsible for Tallahassee's utility system, aided by various

appointed officials. Staffing for the utility system is robust and several engineering firms are under contract to provide technical and engineering assistance.

The City of Tallahassee Utilities has developed emergency response plans that are designed to secure and restore utilities after a utility disruption. These plans are tested regularly due to periodic utility outages caused by weather systems and other natural occurrences throughout the year. The plans establish procedures and set multiple priorities for restoration of utility systems. Power plants, substations and critical facilities (e.g., hospitals, fire departments, schools) are given higher priorities for restoration. Various mutual aid agreements are in place for the different utility systems that are operated by the City. In addition, the City's Electric Utility has companies under contract for tree removal and cleanup.

The City's Electric Utility is annually required to submit a Ten Year Site Plan (TYSP) to the Florida Public Service Commission (FPSC). The TYSP includes estimates of the Electric Utility's need for electricity and information regarding the resources proposed to fulfill those needs. The FPSC reviews each utility's TYSP in consideration of the following:

- The need for electrical power in the area to be served.
- The effect on fuel diversity within the state.
- The anticipated environmental impact of each proposed electrical power plant site.
- Possible alternatives to the proposed plan.
- The views of appropriate local, state and federal agencies.
- The extent to which the plan is consistent with the state comprehensive plan.
- Information of the state on energy availability and consumption.

2. Talquin Electric Cooperative

Talquin Electric Cooperative is an electric distribution cooperative located in northwest Florida and serves Leon, Liberty, Gadsden and Wakulla Counties. The service area is 2,600 square miles and includes territory from the Georgia state line to the coast. Talquin receives electric power delivery from several Progress Energy delivery points via a wholesale power contract with Seminole Electric Cooperative located in Tampa, Florida. Talquin delivers power to its members via its distribution network composed of several

substations, 69kV transmission lines, 24.9kV distribution lines and 12.47kV distribution lines. The Board of Directors, aided by various staff, is ultimately responsible for Talquin's utility system.

Talquin has developed an emergency response plan (ERP) that is designed to secure and restore utilities during and after a utility disruption. This plan is tested annually by periodic utility outages caused by weather systems and other natural occurrences throughout the year and/or by using tabletop exercises that simulate possible natural and man-made catastrophic events. The plan establishes procedures and sets multiple priorities for restoration of all or parts of the utility system. Power plants, substations, other critical facilities, and over 400 medical essential accounts are prioritized for restoration. Various mutual aid agreements and contracts are in place for the utility systems and utility contractors that are available to provide emergency assistance to Talquin. In addition, Talquin has companies under contract for tree removal and debris cleanup. During emergencies, these sources of outside assistance are coordinated through the Florida Electric Cooperatives Association.

Talquin is required to develop a work plan that outlines its system improvements anticipated for a two to four year period. This work plan is submitted to and approved by the Rural Utilities Service (RUS). This work plan estimates the cooperative's need for electricity and provides information regarding the resources proposed to fulfill those needs. Talquin is also required by RUS to develop and maintain an active ERP, which is tested and updated at least annually. Talquin also submits an annual report to the Florida Public Service Commission regarding any steps it has taken to harden/strengthen the utility system.

During a major event, Talquin has a communication plan that outlines key personnel, their responsibilities during the event, and backup personnel to the key personnel. As part of its response, Talquin will have personnel at the EOCs within our service territory for any type of natural or man-made disaster. During restoration and recovery efforts, Talquin will work with emergency response personnel in a joint effort to restore electricity to its service territory as quickly as possible.

D. Blueprint 2000

The mission of Blueprint 2000 is to preserve, protect and enhance the community's quality of life through the implementation of holistic and coordinated planning, transportation, water quality, environmental and green space projects consistent with the Blueprint 2000 philosophy. In addition to the seven member staff, three committees assist with the implementation of the Blueprint 2000 Master Plan.

- An intergovernmental coordinating committee has been established to provide professional advice and technical expertise to the staff director on a project basis.
- A Citizens Advisory Committee was established to serve in an advisory capacity to the Blueprint 2000 Intergovernmental Agency. In February 2001, the committee was expanded from nine members to twelve and in November 2007, a member from the Education Community was added to the CAC.
- Pursuant to Section 163.01(7), Florida Statutes the County and the City created a Blueprint 2000 Intergovernmental Agency to govern the project management structure for the project planning and construction of the Blueprint 2000 projects. The Board of County Commissioners and the City Commission constitute the Blueprint 2000 Intergovernmental Agency.

The Blueprint 2000 Master Plan is a series of critically needed community initiatives desired by the City of Tallahassee and Leon County. The initiatives focus on stormwater and flood control projects, green space acquisition and parks/recreation improvements and additional transportation projects. The projects are funded through a local option one cent sales tax approved through the year 2019. Eighty percent of the projected sales tax revenues are committed to projects proposed by the Economic and Environmental Consensus Committee (EECC), a diverse group of citizens who represent business and environmental interests in the community and who were the authors of the Blueprint 2000 and Beyond report; the balance of the revenues have been committed to fund projects identified as City and County priorities. There may be an opportunity to examine using Blueprint funds for post-disaster projects.

E. Gaps and Recommendations:

1. Consider allowing flexibility for re-allocation of Blueprint funds for post-disaster projects if Blueprint is funded beyond 2019.

2. The Debris Management Plan needs to be updated to reflect recent changes to the organizational structure of Leon County. Appendix D the "List of Pre-Qualified Contractors" for debris removal and debris monitoring needs to be updated to reflect new contracts beginning in February 2012. Other Appendices need to have the most current information inserted.
3. Debris is the biggest challenge for both the City of Tallahassee Electric and Talquin. Removal of debris for power restoration activities needs to be coordinated with Public Works the City of Tallahassee Electric and Talquin. This is essential for prioritizing power restoration for the outlying neighborhoods. Coordination of debris removal efforts between the City of Tallahassee, Leon County and Talquin needs to be a goal during post-disaster planning.
4. There needs to be enhanced coordinate efforts with building inspectors to determine habitability before power restoration begins. This will assist to minimize efforts to restore power to structures no longer deemed habitable. These coordinated efforts need to include the Talquin service area.
5. Need a pre-established coordinated mechanism to house and feed several hundred mutual aid workers coming into the area to assist in power restoration. Logistical concerns should account for waste and water issues.
6. Recommend that the City of Tallahassee adopt a similar disaster debris generated removal ordinance as county.

V. Healthcare

In 2008 healthcare providers in Leon County came together to form the Leon County Healthcare Providers Disaster Coalition. The mission of the Coalition is to develop and promote emergency preparedness and response capabilities of the healthcare providers in Leon County through collaboration of all healthcare provider facilities and associated agencies. Its goal is to maintain a network of hospitals, healthcare providers and associates who work together before, during and after an emergency event to assure delivery of the best possible healthcare services. The Coalition meets every two months to discuss emergency preparedness, response and recovery activities.

Table 1.1: Leon County Healthcare Providers Disaster Coalition Members	
Organization	Role or Expertise
American Red Cross, Capital Area Chapter	Provides emergency services & immediate recovery assistance for disaster survivors
2-1-1 Big Bend	Serves as the 24/7 gateway to community services
Big Bend Hospice	Provides care for people living with end of life illnesses
Bond Medical Center	Provides healthcare to underserved, un-insured and special populations
Capital Health Plan	Local healthcare provider and health maintenance organization
Capital Regional Medical Center	Hospital with accredited ER
Capital Medical Society	Association of private medical practitioners and organizer of the We Care Program
District 2 Medical Examiner	Provides forensic and pathology services to the counties in District 2; responsible for fatalities in MCI events
FAMU School of Nursing	Nursing faculty and students which may be available for emergencies
Florida State University, College of Medicine	Medical faculty and students which may be available for emergencies
Florida State University, School of Nursing	Nursing faculty and students which may be available for emergencies
HealthSouth Rehabilitation Hospital of Tallahassee	Hospital specializing in rehabilitative services
Leon County Sheriff's Office – Division of Emergency Management	County agency responsible for coordinating disaster preparedness, response and recovery activities
Leon County Emergency Medical Services	Emergency medical services and

	advanced medical life support
Leon County Health Department	Local healthcare provider, responsible for multiple programs including healthcare for low income populations and environmental health
North Florida Medical Reserve Corps	Credentialed medical volunteers deployable in emergency situations
Select Specialty Hospital of Tallahassee	Hospital specializing in long-term acute care
Southeastern Community Blood Center	Not-for-profit blood center serving North Florida and South Georgia
Tallahassee Memorial Hospital	Hospital with accredited ER

Each agency has emergency operating procedures and has catalogued an inventory of resources available during and after an emergency event. The Coalition will serve as the healthcare recovery organization for long-term recovery coordination after a major or catastrophic disaster has impacted Leon County. In addition to the missions of each member agency, some policies and procedures that support the ability for the healthcare community to continue to meet the needs of the community after a disaster include:

- TMH has identified 54 clinics that they evacuate supplies to before the impact of a predictable disaster such as a hurricane. Their procedures are to recall the supplies and necessary personnel after the disaster based on damage assessments. TMH also has generators available to power small facilities after a disaster.
- Community Health Centers increase their house call capacity after a disaster event.
- The Family Assistance Support Team (FAST) is a team of behavioral health volunteers identified to support disaster events at the Tallahassee Regional Airport.
- The Capital Medical Society (CMS) manages the We Care Program which provides services to low-income and un-insured citizens through donated hours of its medical professional members. CMS has also organized a Disaster Preparedness Subcommittee which meets quarterly to discuss emergency preparedness and response issues facing the private medical community.

A. Healthcare Programs

In addition to the Leon County Disaster Healthcare Coalition there are two healthcare programs in Leon County that impact preparedness, response and

recovery capabilities, Project Public Health Ready and the Neighborhood Emergency Preparedness Program.

1. Project Public Health Ready

This program began in 2003 and is a voluntary national preparedness accreditation program sponsored by the National Association of City and County Healthcare Organizations (NACCHO), the Center for Disease Control (CDC) and the Florida Department of Health (DOH). Local health departments can seek accreditation through a process that typically takes approximately 12 months to complete. The program has the following three goals:

- a. Ensure that the health department's emergency plans are up to date, realistic and based on capabilities at the local level. The program requires plans for each hazard and vulnerability identified in the county CEMP.
- b. Maintain workforce competencies through training provided to staff and to local healthcare partners.
- c. Exercise preparedness plans and personnel.

Accreditation occurs every five years and the Leon County Health Department (LCHD) was accredited in 2012. The LCHD maintains the following plans which were reviewed for the accreditation process:

- Emergency Operations Plan
- COOP Plan, 2011
- Epidemiology Response Plan, 2011
- SNS-Mass Prophylaxis and Immunization Plan, 2011
- Special Needs Shelter Plan, 2010
- Environmental Surety Plan, 2011
- Disaster Behavioral Health Response Plan, 2011
- ESF 8 Response Plan, 2011
- Isolation Quarantine and Social Distancing Plan, 2010
- Mass Fatality Management Plan, 2010
- Mass Patient Care and AMTS Plan, 2011
- Pan Flu Appendix, 2011
- Public Information and Communications Plan, 2011

2. Neighborhood Emergency Preparedness Program

This program is funded by the federal Department of Health and Human Services and is designed to organize and educate neighborhoods and get the community involved in emergency preparedness activities. The goal of the program is for a neighborhood to be self sustaining for the first 72 hours after a disaster. The program is similar to the Disaster Resistant Neighborhood Program but with a focus on public health. There are two phases of funding available for communities. The first phase of funding is for start-up of the program and includes purchases of equipment. The second phase is for sustainment of the program and has requirements which include an annual update of the emergency preparedness plan and conducting an exercise of the plan. There is currently only one NEPP community in Leon County and it is believed that this is due to the requirements of the sustainment funds

B. Gaps and Recommendations:

1. Consider the possibility of resuscitating the Neighborhood Emergency Preparedness Program (NEPP) and combining efforts with the Disaster Resistant Neighborhood program administered by the American Red Cross (refer to the Emergency Management section of this chapter for more information on this program).
2. Need to develop Standard Operating Guideline (SOG) to formalize the process of activating the Coalition for preparedness planning and response and recovery activation during emergency events.
3. Explore the possibility of expanding the role of the FAST team in coordination with North Florida MRC volunteers to form a behavioral health strike team to serve Leon County and the surrounding counties after a disaster.
4. Share recovery plans with other local, state and federal agencies are aware of local plans to ensure that coordination of recovery efforts occurs at the local level.

VI. Human Services

After a disaster communities can be impacted by a loss of home, job or even loved ones. Agencies which provide human services such as food and clothing are essential in the short-term recovery. The Big Bend Community Organizations Active in Disaster (COAD)

was formed to meet the needs of the community after a disaster has occurred but before federal assistance becomes available. The Florida Division of Emergency Management (FDEM) has developed Essential Service Centers (ESC) which are temporary, mass care emergency locations where impacted survivors can go for limited essential services and information within 24 to 96 hours following a disaster. ESCs are considered a joint operation between county, non-governmental organizations and the state. The primary responsibility for an ESC lies with the state, but each level of government has a role. FEMA may establish a Disaster Recovery Center (DRC) which replaces the ESC if a state receives a presidential declaration for a disaster.

A. Big Bend Community Organizations Active in Disaster (COAD)

The Big Bend COAD is a coalition of human services agencies including local governmental, non-profit and faith-based organizations in the big bend region. The COAD exists to collaborate, communicate and coordinate response and recovery efforts in the Big Bend Area. The responsibilities of the COAD include:

- Support the exchange of response and recovery information;
- Support response and recovery coordination of volunteer and material support resources;
- Provide knowledge of local social and community services to enhance client support and recovery; and,
- Assist with long-term recovery by identifying and meeting emerging and unmet needs of clients.

The Big Bend COAD serves during the short-term recovery phase and can stand up in coordination with an ESC if one is established. The United Way of the Big Bend is the agency that leads the long-term recovery effort in Leon County and the Big Bend region. However, there are several agencies which will play significant roles during long-term recovery. The primary members of the Big Bend COAD and their role or expertise are listed in the table below.

Table 1.2: Primary Members of the Big Bend COAD		
Organization	Role or Expertise	Local/Regional
2-1-1 Big Bend	Serves as the 24/7 gateway to community services	Regional
Ability 1st	a community-based non-profit organization providing services to persons with disabilities	Regional
America's Second Harvest of the Big Bend	Food bank that works with the ARC and the Salvation Army to provide	Regional

	food during disaster relief	
Big Bend Disaster Animal Rescue Team (DART)	Provides animal services during and after disasters	Regional
Capital Area Chapter of the American Red Cross (ARC)	Provides emergency services & immediate recovery assistance for disaster survivors.	Regional
Capital Area Community Action Agency	Provides services and resources to low-income families. Examples of assistance include: <ul style="list-style-type: none"> • Prescription Expense • Utility Service Payment • Utility Deposit • Rent Payment 	Regional
Catholic Charities of Northwest Florida	Maintains a disaster relief program to aid survivors of emergency events.	Regional
City of Tallahassee – Division of Emergency Management	City agency responsible for coordinating disaster preparedness, response and recovery activities	Local
Elder Care Services, Inc	Has an Emergency Assistance program which provides: <ul style="list-style-type: none"> • Energy Assistance • Food Closet • Adaptive Equipment • Emergency Alert Response 	
Goodwill Industries Big Bend	Disaster Relief Services program accepts clothing vouchers for disaster survivors	Regional
Leon County Sheriff's Office – Division of Emergency Management	County agency responsible for coordinating disaster preparedness, response and recovery activities	Local
Leon County Veteran's Services		Local
Salvation Army	Provides emergency services & immediate recovery assistance for disaster survivors	Regional
United Partners for Human Services	Coalition of non-profit human service agency and supportive service agency leaders who work together to improve the local human	Local

	service delivery system	
United Way of the Big Bend	Provides human service programs after a disaster	Regional
Volunteer Leon	Serves as the key resource on volunteerism connecting individuals with local volunteer programs	Local

The Big Bend COAD is made up of an Executive Committee and Leadership Council, which meets every other month and General Membership which meets quarterly. The Big Bend COAD and the Long-Term Recovery Coordination Group is considering using the Coordinated Assistance Network (CAN) to coordinate identified disaster-related human services recovery needs and coordinate the available resources in the community.

Table 1.3: Complete Membership of the Big Bend COAD

2-1-1 Big Bend
Ability1st
Advocacy Center for Persons with Disabilities
Alzheimer's Project , Inc.
America's Second Harvest of the Big Bend
American Red Cross Capital Area Chapter
Area Agency on Aging, North Florida
ARRL Northern Florida Section
Bible Believers Fellowship
Big Bend Cares
Big Bend DART, Inc
Big Bend Homeless Coalition
Big Bend Transit, Inc
Brehon Institute for Family Services
Calvary Chapel
Capital Area Community Action Agency
Capital City Christian Church
Capital Heights Baptist Church
Catholic Charities Northwest Florida

Christian Heritage Church
City of Tallahassee - Division of Emergency Management
ECHO
Elder Care Services
Epiphany Lutheran Church & School
Evangel Assembly
Federal Emergency Management Agency
First Church of the Nazarene
Florida Assets Building Coalition- Florida Family Network
Florida Baptist Disaster Relief
Florida Conference of the United Methodist Church
Florida Division of Emergency Management
Freedom Church First Assembly of God
Good Shepherd Catholic Church
Goodwill Industries- Big Bend, Inc
Grace Lutheran Church
Grace Mission Episcopal Church
Heritage Assembly of God
Holy Jerusalem Church of God
Hold Comforter Episcopal Church
Jackson Hewitt Tax Service
Leon County Animal Control
Leon County Sheriff's Office, Division of Emergency Management
Lutheran Social Services of North Florida
Man Up Enterprises
Men's Fraternity of Wakulla
Meridian Woods Church of Christ
New Hope International Outreach Ministries
New Mt. Zion AME Church
Piedmont Park Alliance Church
Presbytery of Florida, Response & Readiness Committee

Restoration and Refuge Outreach Center
Salvation Army of Tallahassee
Southern Baptist Disaster Relief
St. Louis Catholic Church
St. Thomas Moore Co-Cathedral
Tallahassee Amateur Radio Society
United Methodists-Northwest District
United Way of Florida
United Way of the Big Bend
Volunteer Florida
Volunteer Florida Foundation
VolunteerLEON
Volunteer Wakulla Disaster Relief & Recovery
Wakulla County Sheriff's Office, Division of Emergency Management
Watson Temple Institutional Cogic

B. Community Human Services Partnership (CHSP)

A collaborative effort between the City of Tallahassee Economic and Community Development, Leon County Health and Human Services and the United Way of the Big Bend, this program funds agencies providing human services in the City of Tallahassee and Leon County.

C. Direct Emergency Assistance Program

The Direct Emergency Assistance Program is designed to meet the emergency needs of residents of Leon County by providing financial assistance with rent/mortgage, utilities/fuel, food and medication. Situations arise where, due to a family crisis, loss of employment, or some other emergency, an individual or family can find that they are temporarily unable to provide themselves with shelter, food, heat, electricity, or medicine. By providing a food voucher, a rent payment, a medicine voucher or a utility/fuel payment, this program keeps individuals and families from going without a necessity which is vital to their existence. The DEAP program provides temporary emergency assistance and is not on-going public assistance.

The following agencies take applications for the DEAP:

- Capital Area Community Action Agency
- Catholic Charities
- Salvation Army

D. Gaps and Recommendations:

1. Update the Standard Operating Guide of the Big Bend COAD to formalize the process of activation and communication of the Big Bend COAD. The SOG should include roles and responsibilities of the primary agencies and organizations of the Big Bend COAD in both short and long-term recovery and include coordination with FDEM in the ESC process.
2. Provide training for non-responding human service agencies on disaster reimbursement programs available from federal and state programs agencies.
3. There is a regional need for volunteer services at the county level. VolunteerLEON is available to lend assistance to neighboring counties, but If Leon County is impacted by a disaster the capacity does not exist to provide volunteer services to neighboring communities while maintaining services in Leon County. Recommend assisting neighboring counties to develop a volunteer support structure.

VII. Housing

A. Leon County Disaster Housing Strategy:

Housing displaced families after a disaster is vital to the successful recovery of any impacted community. Based on the vulnerability analysis, the greatest impact from a Category 3 hurricane may be to the residential structures within the City of Tallahassee and Leon County. The Leon County Disaster Housing Strategy identifies roles and responsibilities of local government for interim housing after a disaster as well as describes the roles of state and federal government for long-term housing assistance. Emergency sheltering is discussed in the Leon County CEMP and is the responsibility of the Capital Area Chapter of the ARC and the Leon County School Board. The ARC is also responsible for identifying those families in need of interim housing which will trigger the activation of the Disaster Housing Team. The Disaster Housing team is led by the Disaster Housing Coordinators which have been identified as the City Housing and Grants Administrator and the County Division Director of Housing Services. The Disaster Housing Strategy includes a Concept of Operations which outlines

the activities performed by the Coordinators and the Disaster Housing Team. This includes the use of a client management system which can provide information on those families most severely impacted by a disaster event. The need for replacement housing will be one of the driving forces behind the post-disaster redevelopment decisions made by the Long-Term Recovery Coordination Group. The current Disaster Housing Strategy can be expanded upon to include roles and responsibilities that arise when the City of Tallahassee and Leon County are requested to serve as a host community after a major or catastrophic disaster.

There are many programs available to assist with housing needs for the citizens of Tallahassee and Leon County. While most of these programs focus on low income households in “Blue Sky” conditions, these programs can be used to assist a community redevelop more quickly after a catastrophic disaster.

B. City of Tallahassee Economic and Community Development (ECD):

The ECD is able to assist individuals with housing repair and housing rehabilitation through an emergency repair program and a variety of rehabilitation programs. They also manage programs which provide down payment assistance, transitional housing and homebuyer counseling programs. The ECD uses a combination of federal, state and local funds to finance these programs and works with multiple agencies and NGOs to meet their goals. These funds have income restriction and eligibilities which will need to be waived for use in the post-disaster environment.

C. Leon County Office of Human Services and Community Partnerships:

The Office of Human Services and Community Partnerships, Division of Housing Services helps to provide and maintain safe, sanitary and affordable homes for low to moderate-income citizens of Leon County through the provision of funds for rehabilitation, home buyer counseling, down-payment assistance and home owner foreclosure prevention. Like the ECD, the Division of Housing uses a combination of federal, state and local funds to finance these programs and works with multiple agencies and NGOs to meet their goals. These funds have income restriction and eligibilities which will need to be waived for use in the post-disaster environment.

D. Tallahassee Housing Authority:

Funded by the U.S. Department of Housing and Urban Development, the THA owns and operates over 570 homes and apartments available for lease for

extremely low and low income residents. These units may be used for disaster housing purposes; however, most public housing is at capacity and has a waiting list for qualified potential residents.

E. Leon County Foreclosure Assistance Program:

This program will provide up to \$7,500 in foreclosure prevention assistance to qualified Leon County residents to bring current the existing first mortgage for their primary residence. Assistance will be approved for the amount required to bring the mortgage current after other relief measures have been exhausted, credit counseling, and refinancing costs, where applicable. Applicants are considered on a first come, first qualified basis.

To be eligible, the applicant must be delinquent at least 60 days, and have received notification in writing from their lender that the foreclosure proceedings have been initiated. The applicants must be the property owner(s) and the property for which assistance is being requested must be their primary residence. Property types include: single family homes, condos and town homes; mobile homes are not eligible for this program.

The market value of the home for which foreclosure prevention assistance is being requested cannot exceed \$204,000. Applicant(s) being qualified as extremely low, very low, low, or moderate income at the time foreclosure assistance is requested. Applicant must provide proof of residency in the unincorporated area of Leon County.

F. Disaster Housing Ordinance:

The City of Tallahassee and Leon County passed the **EMERGENCY WAIVER OF NON-CONFORMING LAND USES FOR POST-DISASTER TEMPORARY ACCOMMODATIONS** Ordinance in 2006. This ordinance temporarily permits the use of a mobile or manufactured home or recreational vehicle when a single family residence is rendered uninhabitable from a disaster incident. It also provides for the reconstruction of non-residential structures by permitting the use of temporary structures during the reconstruction phase. The ordinance also clarifies the conditions for use and limitation as well as procedures for implementation. This ordinance supports the strategy of the PDRP in allowing home owners and businesses to rebuild while remaining in the community after a disaster has occurred.

G. Gaps and Recommendations:

The current Disaster Housing Strategy only addresses interim and long-term housing if Leon County is impacted by a disaster. Recommend the strategy be expanded upon to include roles and responsibilities that arise when the City of Tallahassee and Leon County are requested to serve as a host community after a major or catastrophic disaster.

VIII. Economic Redevelopment**A. Comprehensive Plan – Economic Development Element:**

Planning for economic development and redevelopment in a long-term post-disaster environment should be based on the goals, objectives and policies in the Economic Development Element of the Comprehensive Plan. These planning activities should (1) reference the inventory of existing local, state and federal resources to support new business development and foster entrepreneurialism; (2) be coordinated between private sector businesses, higher educational institutions and local, state and federal government through continued participation in public/private organizations such as the Economic Development Council of Tallahassee/Leon County, Inc., the Leon County Research and Development Authority, and other local, regional, and state-level economic development organizations, agencies, and departments, consistent with local sustainability and environmental protection efforts.

Post-disaster economic development and redevelopment activities should also support existing employers where appropriate by helping provide economic development marketing, research and technical and business assistance consistent with identified targeted industrial, tourism, and other related initiatives and strategic economic development priorities; and attract targeted new employers by marketing the Tallahassee – Leon County region's competitive assets and resources, and by include providing site selection; regulatory assistance; tax and workforce training incentives; and financing resources and other tools.

B. Public Agencies

1. Leon County Office of Economic Development and Business Partnership (OEDBP)s

The OEDBP is a reorganizing wing of county government that is formed from several existing departments. It includes the Grants Department, the Equal Opportunity Office and the Economic Development office. The OEDPB is still

in the process of being operationalized and will be included in all future discussions of post-disaster planning. Catastrophe Reserve fund is available to unincorporated county residences for reimbursement of county fees related to recovery following a natural disaster.

2. City of Tallahassee Department of Community and Economic Development

The Tallahassee Department of Community and Economic Development is made up of four major function areas which include neighborhood code enforcement, human services, the Community Redevelopment Area or CRA and the housing section. The human services function provides grants to community human services agencies to partner with the city, the CRA is a development agency with bonding authority and the housing section manages the Community Development Block Grant (CDBG) program. This agency does not have any post-disaster recovery plans in place plans, although the need for a local single point of contact for the Small Business Administration and local agreements in place for who and when their assistance would be sought after a disaster was identified.

3. Tallahassee Community Redevelopment Agency

The Tallahassee CRA oversees two designated project areas; the Frenchtown/Southside CRA and the Downtown District CRA. The agency develops projects and funding sources for development projects, façade improvements and other efforts that promote economic development in the two project areas. The goal of the Agency is to formulate and implement strategies using public and private resources to eliminate the conditions that cause the development and spread of blight within both redevelopment areas. Individual projects and policies are supported based on the specific conditions and needs identified within the Greater Frenchtown/Southside Community Redevelopment Plan and the Downtown District Redevelopment Plan, respectively. Areas where the Agency concentrates redevelopment efforts include commercial development, affordable housing, infrastructure, transportation, neighborhood improvements and the promotion of mixed-use developments. Though the Agency does not have a specific post-disaster role, its mission to eliminate conditions that cause blight could be tied into pre-disaster and mitigation efforts to guide development in vulnerable areas. Additionally, it could be a funding source after a declared disaster event for replacement or redevelopment of facilities damaged within the areas designated by the respective adopting ordinances. Coordination between

the staff managing the PDRP and the redevelopment plans to acknowledge in the redevelopment plans opportunities to serve both mitigation and redevelopment functions for a common public purpose could be recommended.

4. U. S. Economic Development Administration

Leon County is one of nine counties in the Apalachee Regional Planning Council region which serves as an Economic Development District for the US Department of Commerce's Economic Development Administration (EDA). The ARPC regularly updates its economic planning document, the Comprehensive Economic Development Strategy, CEDS. Through the updating process this document is responsive to current trends and conditions and provides a basis for economic development projects that the EDA is likely to fund based on its investment program guidelines. The EDA regularly invests in public infrastructure projects that will facilitate the location of new businesses or the expansion or retention of existing businesses. The CEDS document recommends regionally important projects that will provide mid-level employment with long term benefits from the community. Currently, there are no vital projects listed for Leon County in the CEDS; however, there are two projects of interest including maintaining the airport hub and expanding the magnetic lab facility.

The EDA also regularly responds to natural and man-made disasters with special funding streams. Special appropriations funding post-disaster capacity building grants have been issued in Florida for several recent events including the hurricane seasons of 2004 and 2005, response to the closing of the NASA Space Shuttle program for the space coast, and assistance to counties whose economies were impacted by the Deepwater Horizon gulf oil disaster of 2009.

5. Small Business Administration

The Federal Small Business Administration has an active program for training business managers on pre-disaster preparedness and also has a low interest loan program for post-disaster recovery.

C. Non-Governmental Agencies

Leon County is served by the Economic Development Council of the Tallahassee-Leon County (EDC) and the Greater Tallahassee Chamber of Commerce. These

publicly funded agencies with private sector members, play a part in economic development in the four county Tallahassee Metropolitan Statistical Area (MSA) of which Leon County is the central county and the primary economic engine for the region.

1. Economic Development Council of Tallahassee/Leon County (EDC)

The EDC is a public/private partnership between the City of Tallahassee, Leon County and private investors who are committed to establishing a competitive business climate resulting in job creation. By connecting the private sector, education and local government, the EDC helps join forces to:

- foster entrepreneurialism;
- advance local businesses;
- grow targeted industry sectors; and
- attract innovative companies to our area.

The EDC supports new business development, as well as provides technical assistance and advocacy to regional employers. The EDC also manages a suite of business retention, expansion and attraction resources for company representatives, site location consultants and real estate brokers researching Florida's capital region as a business location. It does not currently have an adopted program or plan for post-disaster redevelopment.

2. Greater Tallahassee Chamber of Commerce

The Greater Tallahassee Chamber of Commerce serves as the area's one-stop shop for business resources, tools and opportunities. By connecting local businesses, the Chamber provides professional development and networking opportunities for established and emerging business owners and employees to:

- share best practices;
- promote member businesses and services;
- access exclusive training workshops; and
- provide advocacy for the business community.

The Chamber promotes economic growth and connects local businesses with world-class insight, training and tools to add visibility and increase revenue and customer loyalty. The Chamber also provides a collection of highly acclaimed networking groups designed to encourage professionals to build

relationships within the business community. The Chamber has not adopted an official post-disaster redevelopment plan.

3. Capital City Chamber of Commerce

The Capital City Chamber Of Commerce mirrors the Greater Tallahassee Chamber of Commerce with a focus primarily on viable growth-oriented minority and women-owned businesses. There is no specific program or planning for post disaster economic-redevelopment, however there is a potential for community out-reach and education. Historically, members of the Capital City Chamber of Commerce have relied on special grants and programs designed specifically to meet their needs and provided by Federal, State and Local Governments in the post-disaster environment.

D. Gaps and Recommendations:

1. At both government and NGO levels there is adequate talent and organization to develop and implement an action plan that can better ensure survivability of the County's business structure. However, none of the local players noted above have a post-disaster plan or program in place. It is recommended that the County seek to develop a business registry modeled after the Palm Beach County model which can be reviewed at www.bizrecovery.org. There is also little training done on pre-disaster training other than mention of the hurricane season, when in fact, a tornado threat is more common in the spring and heavy flooding is as likely with a stalled winter front as it is from a tropical storm. The two chambers of commerce are excellent organizations for annual training events that can utilize existing SBA training materials.
2. Knowledge of the SBA disaster recovery assistance program was identified as a gap for both local government agencies and business owners. Training for local government officials as well as local businesses on the SBA disaster recovery program needs to take place.
3. There is not currently an established process for interfacing with the SBA after a disaster. It is recommended that the coordination process be formalized in a Standard Operating Guideline.

4. A need for a plan specific to long-term economic recovery was identified. It is recommended that a Long-Term Economic Recovery Plan or Strategy be developed.

IX. Summary

The gaps and recommendations identified above have been further expanded upon and prioritized in the Action Plan. The Action Plan also includes responsible agencies, timeframes for completion and potential costs when possible. There are many plans and programs in place which support or facilitate post-disaster efforts in Leon County and the City of Tallahassee. The table below provides an easy reference to those plans and programs which will most likely support post-disaster redevelopment efforts.

Table 1.4: Plans and Programs in Place – Leon County/City of Tallahassee					
Plan/Program	In Place	Under Development	Responsible Party	Effect on Recovery/Redevelopment	
				Supports	Facilitates
Comp Plan	✓		PLACE		✓
LMS	✓		LCSO/DEM/PLACE	✓	
CEMP	✓		LCSO/DEM	✓	
PDRP		✓	LCOEM/PLACE		✓
Big Bend COAD		✓		✓	
Disaster Housing Strategy	✓		LC Housing COT Housing		✓
Debris Management Plan	✓		LCPW	✓	
Disaster Debris Removal Ordinance	✓				✓
Temporary Housing Ordinance	✓				✓
Regional Mobility Plan	✓		CRTPA	✓	
Leon County Healthcare Disaster Coalition	✓		Leon County Health Department	✓	
Capital Improvements Plan	✓		LCOB COTOBP	✓	

Blueprint 2000 Master Plan	✓		PLACE	✓	
City and County Agency COOPs	✓		LCSO/DEM COTDEM	✓	
Historic Preservation Program	✓		PLACE/Tallahassee Trust for Historic Preservation	✓	
Regional Evacuation Study	✓		ARPC	✓	
Comprehensive Economic Development Strategy	✓		ARPC		✓
Five Year Strategic Water Management Plan	✓		NWFWMD		✓